

TOWN OF IPSWICH  
Department of Planning & Development

TO: Select Board

DATE: May 2, 2019

FROM: Glenn C. Gibbs, Planning Director



COPIES TO: Parking Task Force  
Town Manager  
Senior Planner

SUBJECT: Downtown Parking Task Force's report on commuter-related downtown parking issues

REFERENCE: Your meeting on May 6<sup>th</sup>

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Selectperson Linda Alexson recently asked the Select Board to consider implementing some temporary measures related to on-street and commuter lot parking, in response to anticipated increased demand for commuter-related parking due to the Tobin Bridge construction project and the pending increase in MBTA ridership fees. You will be discussing her request at your meeting on May 6<sup>th</sup>.

The Downtown Parking Task Force, of which Linda Alexson is a member, supports the concept of restricting non-resident use of commuter lot and placing more restrictions on long-term on-street parking, as it believes this approach is generally responsive to the Task Force's observations and survey findings, and consistent with recommendations the Task Force has been moving toward over the past several months. We also believe if the Select Board takes several coordinated steps, it will minimize the disruption to downtown parking, and allow the Town to implement these changes as long-term solutions rather than temporary ones.

Accordingly, the Task Force has prepared the enclosed report for the Select Board to review prior to your discussion on Monday evening, at which members of the Task Force and I will be present.

**Town of Ipswich**  
**Downtown Parking Task Force**  
**Recommended Actions to Address Downtown Commuter Parking**  
**May 2, 2019**

## **Introduction**

In July of 2018, the Town Manager established the Downtown Parking Task Force for the purpose of working with private owners, Town boards/officials, consultants, and stakeholders on the implementation of actions recommended by Planning, Police, and DPW staff in a May 4, 2018 memo to the Select Board (see Appendix A). The memo was discussed by the Board on May 21, 2018.

The Manager charged the Task Force with undertaking six specific tasks. (see Appendix B) To date, the Task Force has expended the majority of its efforts on the following task:

- ***Regulate use of commuter rail parking lot.*** *Police Department surveys demonstrate that non-resident use of commuter rail parking lot contributes significantly to its capacity problem during week day peak hours, and results in overflow parking onto surrounding streets and Hammatt Street Parking Lot. There are several ways in which demand could be minimized, including: (a) limiting use of lot to town residents; (b) charging non-residents to park in the lot; and (c) charging both residents and non-residents to park in lot, but at different fee rates. Long term, if a parking structure is built, this matter could be addressed as part of its operation. However, it's important to understand actual resident demand prior to any decisions are made about the needed capacity of a future parking.*

## **Measurement/Assessment of Commuter Parking Demand**

As Task Force members and staff considered how to best manage commuter parking demand, we recognized the need to gather additional information about current commuter parking practices. To gain this knowledge, we undertook several surveys between August 2018 and April 2019 in reference to:

- Use of on-street parking on Union, Saltonstall, Depot Square, and portion of Hammatt Street, and parking in Town-owned sections of Hammatt Parking Lot (August 2018)
- Non-resident use of commuter rail lot (December 2018)
- Non-resident parking use on Union and Saltonstall Streets (December 2018)
- Early morning weekday long-term parking use in/near Hammatt Street Lot (1/25 and 4/19)

Results and analysis of the referenced surveys is provided in Appendices C and D to this report.

After reviewing the results of these surveys, and other information gained through observation, the Task Force reached the following conclusions:

1. Despite the reduction of parking fees for MBTA lots in nearby communities in August 2018, the overall non-resident use of the Ipswich commuter rail lot is as high as ever: 28% (or about 30) of the spaces in the commuter lot on an average work day are used by non-residents.
2. On Tuesday, April 9<sup>th</sup>, 11 identified train commuters were observed parking in the Town-owned portion of the Hammatt Lot near Depot Square between 7:15 and 8:15 am. This section, shown as Area A on the plan provided as Appendix E, contains 43 spaces in total. The residency of the identified commuters was split fairly evenly between Ipswich and non-residents. The other 59 Town-owned spaces in the Hammatt Lot that are more remote from the train station do not appear to be used regularly by commuters.

3. On weekdays, the on-street parking spaces on Saltonstall Street are used almost exclusively by long-term parkers, of which about one-third are non-residents. EBSCO employees rarely park on Saltonstall. On the other hand, about two-thirds of the vehicles parked on Union Street (between the riverwalk entrance and Estes Street) belong to EBSCO employees, and are typically parked there for more than four consecutive hours per weekday.
4. For the most part, it appears that the two-hour parking limits on Estes Street are effective in keeping those spaces available for short-term use. However, long-term parkers do utilize on-street or restricted public parking on streets intersecting with Estes Street, especially Peatfield Street, which causes problems for residents on those streets. Most of the parkers on Peatfield Street appear to be train commuters, the majority of whom are town residents.
5. The majority of the unsigned spaces on the southern side of Depot Square and southeasterly side of Hammatt Street are used regularly by long-term parkers. General observation suggests that most of the long-term parkers on Depot Square are train commuters.

## Objectives

To help the Town better manage commuter parking demand in downtown Ipswich, the Task Force suggests that the Select Board adopt the following objectives as a basis for its efforts:

- Limit unrestricted on-street parking in the downtown to locations proximate to train station and somewhat removed from commercial establishments.
- Maximize the availability of dedicated, off-street parking for resident train commuters.
- Minimize the impact of commuter parkers on residential streets in the Estes Street neighborhood.
- Ensure that Town-owned spaces in Hammatt Lot are well demarcated and provide sufficient opportunities for both long-term and short-term parking.
- Undertake broad and timely outreach to all affected parties before implementing any of the recommended actions described below.

## Recommended Actions

In support of the objectives outlined above, the Downtown Parking Task Force recommends that the Select Board do the following:

1. Vote, at its May 6<sup>th</sup> meeting, to endorse the concept of restricting week day use of the commuter rail lot to residents only, and direct the Town Manager, in conjunction with staff and the Downtown Parking Task Force, to prepare and present a plan for accomplishing this objective to the Board for review and consideration at its meeting of May 20<sup>th</sup>. This plan shall provide a detailed implementation timetable for all of the recommended actions described herein. *Rationale: The 2018 MAPC parking study confirmed that overall parking capacity is generally not an issue for downtown, except in regard to the commuter rail lot, where demand exceeds the capacity during week day peak hours. The Town has sufficient parking on streets surrounding the lot to absorb the spillover, but the result is that the number of spaces available for customers and short-term visitors to the downtown is reduced. This presents an obstacle to continuing efforts to enhance the downtown's vitality.*

2. Indicate its support for the existing traffic regulation restricting parking spaces along the southerly side of Depot Square to two hours, which will enable the Town DPW to reinstall the time restriction signs in conjunction with the other actions being recommended here by the Task Force. *Rationale: Like the majority of streets in downtown Ipswich, the on-street parking spaces on both sides of Depot Square are restricted to one hour of consecutive use during specified hours on all days except for Sundays and legal holidays, to allow use by customers of downtown commercial establishments. For reasons unknown, the signs posted on the southerly side of Depot Square disappeared years ago and were never replaced. (One theory is that the signs were removed during the reconstruction of the intersection at Hammatt and Washington around 20 years and then forgotten about). For whatever reason, not restricting these spaces for short-term use is not beneficial to nearby businesses. If the Town does not post the existing time limits at this location prior to restricting access to the commuter lot, it is quite likely that every one of these spaces will be occupied by commuter parkers by 8 am every weekday morning.*
3. Request management at EBSCO to instruct its employees to utilize parking options on land or within structures owned and operated by EBSCO, rather than park in the on-street spaces on Union Street. *Rationale: Once access to the commuter lot is restricted to residents, and the Town posts the existing time limits on the southerly side of Depot Square, non-residents who continue to use the commuter rail station will be forced to look for other places to park. The currently unrestricted parking spaces on Union Street, which are not needed for short-term use, provide a good option for long-term parkers who have few alternative locations available. This cannot be said of EBSCO employees, because the parking providing on land and/or structures owned by EBSCO is adequate to meet their needs.*
4. Direct the Town Manager, in conjunction with the Police Department and other appropriate staff, to prepare traffic regulations for the Board's consideration at its May 20<sup>th</sup> meeting that would:
  - a. increase the fine for a parking violation from \$15 to \$30. *Rationale: The current fine for non-compliance has not been adjusted since 1989, and is insufficient to prompt compliance. A \$30 fine would provide more of a deterrent to repeat offenders.*
  - b. modify regulation imposing time limits on parking spaces on the southerly side of Depot Square by clarifying the beginning and end point of the restricted parking area. *Rationale: The description of the parking spaces on the southerly side of Depot Square does not match their actual location.*
  - c. Restrict long-term parking on Peatfield Street and the streets intersecting with Kimball Street, (i.e., First, Second, Fourth, Fifth and Sixth).\* *Rationale: Neighborhood residents have reported, and our observations have confirmed, that commuters have been parking on side streets off Kimball, mostly on Peatfield, but increasingly on other streets as well. This creates problems for residents of these streets, many of whom lack off-street parking, and thus have no alternative to parking on-street.*

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\*The Task Force has identified several regulatory options to achieve this objective, but has deferred recommending a specific approach until obtaining further input from the Police Chief. Options discussed to date include: (1) prohibiting non-town resident parking; (2) prohibiting non-neighborhood residents from parking on these streets; and (3) putting a time restriction on parking spaces that applies to all. Each of the identified options have advantages and disadvantages that require careful consideration.

## Appendix A

TOWN OF IPSWICH  
Department of Planning & Development

TO: Select Board

DATE: May 4, 2018

FROM: Glenn C. Gibbs, Planning Director  
Paul Nikas, Police Chief  
Rick Clarke, DPW Director  
Frank Ventimiglia, DPW Operations Manager

COPIES TO: Town Manager

SUBJECT: Downtown Public Parking

REFERENCE: Attachments

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The intent of this memorandum is two-fold:

- 1) Summarize the attached report from the Metropolitan Area Planning Council (MAPC) regional planning agency relative to parking in the Hammatt Street Lot and on-street on the lot side of the streets surrounding it; and
- 2) Provide the following information about public parking in the downtown: (a) description of existing parking spaces and how they relate to current parking regulations; (b) assessment of the sufficiency of these spaces, particularly in relation to imposed time restrictions; and (c) recommendations for future action.

As we understand it, the Select Board plans to discuss this topic at its May 21, 2018 meeting. We will be present for this discussion, along with staff from MAPC.

### **Background**

In the spring of 2016, with the encouragement of the Town Manager and the support of Public Works and the Police Chief, planning staff sought and obtained technical assistance from MAPC to: (1) collect, analyze and present compiled data on the use of the Hammatt Street Parking Lot and the streets immediately surrounding it; and (2) outline strategies for the lot's enhancement, including reaching a management agreement that would allow for the public improvement and maintenance of a unified parking lot.

Over the past 18 months, planning staff has engaged with MAPC staff to define the scope of the technical services, provide assistance and guidance throughout the assessment process, and critically review the written findings as they evolved over a series of draft reports. The final draft of the MAPC report (Attachment A) was submitted to the Town on April 27, 2018 for consideration by the Select Board and all interested parties and stakeholders.

As a supplement to the work undertaken by MAPC, Town staff Rick Clarke, Frank Ventimiglia, Paul Nikas, and Glenn Gibbs have worked collectively to compile and analyze data about on-street parking in the downtown, as well as the three off-street parking lots owned in whole or part by the Town. We did so at the request of Select Board Chair Bill Craft, as further directed by Temporary Town Manager Jim Engel. As part of this work, DPW created four plans showing the location and nature of public parking in the downtown, both on-street and within the three off-street parking lots. (Attachment B)

## Study Area

The study area for the MAPC report was the Hammatt Street Lot and all of the properties contiguous to it, as well as the on-street parking on the lot side of the streets immediately surrounding it. (i.e., Market, Central, Hammatt, and Depot Square.) The study area for the staff review of on-street downtown parking included the afore-mentioned streets, as well as South Main, Elm, Saltonstall, Union, Estes, and Topsfield Road up to the commuter rail station. The staff also reviewed the Elm Street, Hammatt Street, and commuter rail parking lots.

## Existing On-Street and Off-Street Parking

As described in Table 1 of the MAPC report, the Hammatt Street lot is owned by 10 different entities and is comprised of approximately 270 spaces. About 88% of these spaces are owned by four owners: Town of Ipswich (96 spaces, or 35% of total); First Bank of Ipswich (78, or 29% of total); FMAN, LLC (53, or 20% of total); and the 15 Market Street Trust (about 10, or 4%). The remaining 12% of the spaces in the lot are owned by six other entities and contained within six separate parcels, each containing five or fewer spaces. Eight spaces in the lot are restricted for handicapped use, of which five are owned by FMAN LLC, two by First Ipswich Bank, and one by the Town.

The two other Town-owned lots in downtown, Elm Street and the lot at the commuter rail station, contain approximately 71 and 128 spaces, respectively

As shown on the plans in Attachment B, there are approximately 354 on-street parking spaces in the staff's study area. One hundred sixty-two of those spaces are time restricted for one-hour parking (of which 145 are posted), and 54 of the spaces are time-restricted for two-hours. Of the remaining spaces, 12 are restricted to 15-minute parking (of which six are posted), and 126 spaces are unrestricted. Eleven of the one or two-hour time restricted spaces are also reserved for handicapped use.

## Assessment

### Hammatt Street Lot

The MAPC report confirms much of the Town's understanding about the condition and operation of the Hammatt Street Lot: rundown physical appearance, lack of legal access between individual portions of the lot, uncertain property boundaries, poorly configured and confusing parking layout, and insufficient directional and regulatory signs. (e.g., about 20 of the public parking spaces in the Hammatt Street Lot are restricted to three hours by written regulation, but no such indication is provided at the lot.) The report also concludes that the capacity of the lot significantly exceeds demand, both during the weekday peak hour and on Saturday mornings.

### Elm Street Lot

There are several issues that need to be addressed relative to the Elm Street Parking Lot, both short-term and long-term. Short-term issues include inadequate management of the lot as it relates to its shared use by the public and the police department, and underutilized sections of the lot due to unimproved surfaces and police equipment that is not optimally situated. Long-term issues include the need to rectify a land ownership conflict (The Elm Street entrance to the lot is on land owned by the Ipswich Museum.) and the potential to significantly expand the capacity of the lot, by using the land formerly occupied by an electric substation and by marginally widening the portion of the lot off South Main.

### Commuter Rail Lot

The commuter rail lot is in fair condition. Although the capacity of the lot is more than adequate for weekend use and on weekdays after 6 pm, it is insufficient to meet current peak demand on weekdays. For example, the lot on weekday mornings is invariably full before the arrival of the 7:42 am train; often, it is at capacity by the time the 7:12 am train arrives.

A significant percentage of the current demand for the lot is from out-of-town commuters. Over the past five years the Ipswich Police have analyzed the lot's usage on three separate occasions: November 2013, on three separate days; April, May and July of 2017, on nine separate days; and February, 2018, on two separate days (see Attachment C.) In each instance, the results have indicated that on average, 25 to 30% of the vehicles parked in the lot at any given time are registered to individuals with out-of-town addresses. The February 2018 analysis reviewed the addresses of the 34 non-resident users (27% of entire lot, on average) and determined that 74% of those owners lived in surrounding communities on the North Shore (Rowley, Topsfield, Georgetown, Essex, Newbury, Boxford, and Newburyport.) Nearly half of those non-residents are from Rowley. On average, 11 Rowley residents park in the commuter lot each weekday, which represents nearly nine percent of the lot's capacity.

### On-Street Parking

The MAPC report analyzed the capacity vs. demand of 95 on-street parking spaces in the downtown, on the lot side of Market, Hammatt, Central, and Depot Square. The findings were similar to those for the Hammatt Street Lot: demand for spaces during the study period was substantially lower than capacity, both during the weekday peak hour and on Saturday morning. In addition, the average duration of the parking in these mostly one-hour time restricted spaces was 46 minutes, well within the posted time limit.

When staff compared the posted parking signs to the Town's traffic regulations, we found numerous disparities. For example, the parking spaces on the westerly side of Depot Square are not marked as time-restricted, and thus are used primarily by long-term parkers, presumably commuters for the most part. However, according to the traffic regulations, those spaces are meant to be restricted to one-hour use. Other discrepancies between the regulations and application abound: sections of Hammatt Street and North Main are time restricted by regulation but not posted (and vice versa for the latter); and six 15-minute parking spaces are posted on the street, while the regulations describe 12 such spaces. Besides the disparity between the adopted regulations and what is actually posted, the adopted regulations throughout are riddled with inaccuracies and inconsistencies.

### Conclusions from Assessment

From the assessment conducted by MAPC and Town staff, three broad conclusions about parking in the downtown can be drawn:

- The management of available public parking, both on-street and off-street, is deficient in several respects, including inaccurate or inadequate posting of time limits, inconsistencies between printed and posted parking regulations, and lack of consistent enforcement.
- The physical condition and layout of the two municipal lots providing parking for the general public (Elm Street and Hammatt Street lots) leaves much to be desired, as already described above.

- The analysis confirms the Town's understanding that overall parking capacity is generally not an issue for downtown, except in one instance: demand for the commuter rail lot exceeds the lot's capacity during week day peak hours. The Town has sufficient parking on streets surrounding the lot to absorb the spillover, but the result is that the number of spaces available for customers and short-term visitors to the downtown is reduced. This presents an obstacle to the continuing efforts of the private and public sectors to enhance the downtown's vitality (including the advancement of the public/private economic development initiative currently under discussion for land at/near the commuter rail station), as it will be important to maintain and expand short-term public parking spaces as demand for parking increases.

## **Recommended Actions**

To address the findings described above, we encourage members of the Select Board to undertake or support the following actions:

- **Implement MAPC's short and long term recommendations for the Hammatt Street Parking Lot.** These recommendations include: engaging stakeholders and members of the business community regarding the use, operation, management, and improvement of the lot as short term actions; and clarifying ownership, addressing access issues, and creating a multi-party owners' agreement for the ongoing care, maintenance, and improvement of the lot as long-term measures.
- **Modify time-restricted parking established for downtown parking spaces.** At present, there are five types of time-restricted parking spaces in the downtown (excluding handicap spaces): 15 minutes, one hour, two hours, three hours, and unrestricted. One topic of discussion should concern the appropriate number of parking space types, and the nature of the time restrictions. The current opinion of staff, based in part of the findings of the MAPC capacity analysis, is that the types of time-restricted spaces should be reduced to three: one hours, two hours, and unrestricted.
- **In conjunction with action step two, conduct thorough review of parking regulations, particularly as it relates to the downtown.** As a result of the review, the regulations should be re-written and adopted to reflect changes to the time-restricted parking, as well as to eliminate inaccuracies and inconsistencies.
- **Restrict use of commuter rail parking lot to Ipswich residents.** As already noted, Police Department surveys clearly demonstrate that non-resident use of the commuter rail parking lot contributes significantly to its capacity problem during week day peak hours, and likely results in overflow parking onto surrounding streets and the Hammatt Street Parking Lot. An obvious solution to the problem is to restrict use of the commuter lot to Town residents. One method of doing so, if only for the short term, would be to require proof of residence (e.g., beach sticker) for commuter parking. Of course, this presents logistical and enforcement challenges that would need to be discussed and sorted out. Long term, if a parking structure were to come to fruition, this matter could be easily addressed as part of its operation. Prior to making decisions about the needed capacity of a future parking structure, however, it's important to understand actual resident demand. This is one of the reasons for recommending that this effort be undertaken in the relative near-term.

- **Develop and implement a short and long-term strategy for improvement of the Elm Street Municipal Parking Lot.** As noted under **Assessment** above, there are multiple challenges that need to be addressed relative to this lot. The short-term issues are resolvable without incurring significant expense, but they do require internal coordination of distinct Town needs, as well as in-house services from DPW. Both of the identified long-term issues have previously been the focus of discussion and effort (including the development of a conceptual reconfiguration, expansion plan, and cost estimate by Meridian Associates), so the work that has already been done will be of benefit going forward.
- **Develop a workable strategy for achieving consistent and comprehensive enforcement of downtown parking regulations.** Placing appropriate time-restrictions on public parking spaces is a proven and effective method of managing them, in whatever manner the restrictions are imposed. However, time-restrictions can only be fully effective if they are consistently enforced. The Police Department has an established procedure for parking enforcement, but lacks the capacity to enforce the time restrictions broadly and on a daily basis. This is problematic. Another issue is that the current fine for non-compliance, \$15, is not sufficient in some instances to prompt compliance. A somewhat higher fee, say \$25, would likely provide more of a deterrent to repeat offenders. In any event, it is critical that the issue of enforcement be effectively addressed as part of the Town's effort to improve its management of public parking in the downtown.
- **Appoint Downtown Parking Task Force.** To facilitate the implementation of the above recommended actions, we recommend that the Select Board direct the Town Manager to appoint a temporary task force regarding downtown parking. The task force should include the Police Chief, DPW Director and/or Operations Manager, Planning Director, at least one downtown business owner and property owner, representation from the Downtown Roundtable and the Chamber of Commerce, and at least one member of the EDAG and the Select Board.

## Appendix B



# Town of Ipswich

## Office of the Town Manager

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TO: Downtown Parking Task Force Team  
FROM: Tony Marino, Town Manager  
SUBJECT: TASK FORCE APPOINTMENT  
DATE: July 10, 2018

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Thank you for agreeing to serve as a volunteer member of the Downtown Parking Task Force. I appreciate your willingness to apply your knowledge and experience to this important effort.

The purposes of the Task Force, and the specific tasks to be undertaken, are described below. In undertaking your charge, please observe the attached guidelines, which have proven successful in similar initiatives.

I have asked Planning Director Glenn Gibbs to take the lead on this initiative. He will be contacting you soon to schedule the initial meeting and address other logistics.

### Task Force Purpose:

To facilitate, in cooperation with private owners, town boards and officials, consultants, and stakeholders, the implementation of actions recommended by Planning, Police, and DPW staff in a May 4, 2018 memo to the Select Board, and discussed by the Select Board at its meeting of May 21, 2018. The specific tasks to be undertaken by the Task Force are described on the following page.

### Members of the Task Force Team:

Name	Affiliation
• Glenn Gibbs	Planning Director
• Paul Nikas	Police Chief
• Frank Ventimiglia	DPW Operations Manager
• Sam Glosserman	Business owner, Market Street
• John Coughlin	Property Owner, Market Street, South Main
• Leigh Mantoni-Stewart, Michele Ayers	Residents, Estes Street neighborhood
• Jim McCarthy, Carla Villa	Economic Development Advocacy Group (EDAG)
• Linda Alexson, William Whitmore	Select Board
• Al Boynton	Ipswich resident
• Susan Monahan	Ipswich resident/commuter

**Specific Tasks:** The Downtown Parking Task Force is charged with facilitating the following actions:

- **Implement MAPC's short and long term recommendations for the Hammatt Street Parking Lot,** which include engaging stakeholders and business community regarding use, operation, management, and improvement of lot as short term actions, and long-term, clarifying ownership, addressing access issues, and creating multi-party owners' agreement for ongoing care, maintenance, and improvement of the lot.
- **Modify time-restricted parking established for parking spaces in the downtown.** There are five types of time-restricted parking spaces in downtown: 15 minutes, one hour, two hours, three hours, and unrestricted. The appropriate number of parking space types, and the nature of the time restrictions, needs to be discussed and determined. Staff opinion, based in part on MAPC's capacity analysis, is that time-restricted spaces should be reduced to three types: one hours, two hours, and unrestricted.
- **In conjunction with action step two, conduct thorough review of parking regulations, particularly as it relates to the downtown.** As a result of the review, the regulations should be re-written and adopted to reflect changes to the time-restricted parking, as well as eliminate all inaccuracies and inconsistencies.
- **Regulate use of commuter rail parking lot.** Police Department surveys demonstrate that non-resident use of commuter rail parking lot contributes significantly to its capacity problem during week day peak hours, and results in overflow parking onto surrounding streets and Hammatt Street Parking Lot. There are several ways in which demand could be minimized, including: (a) limiting use of lot to town residents; (b) charging non-residents to park in the lot; and (c) charging both residents and non-residents to park in lot, but at different fee rates. Long term, if a parking structure is built, this matter could be addressed as part of its operation. However, it's important to understand actual resident demand prior to any decisions are made about the needed capacity of a future parking structure.
- **Develop and implement a short and long-term strategy for improvement of Elm Street Municipal Parking Lot.** There are multiple challenges that need to be addressed re this lot. The short-term issues are resolvable without incurring significant expense, but require internal coordination of distinct Town needs, as well as in-house services from DPW. Both long-term issues have previously been the focus of discussion and effort (including the development of a conceptual plan for an expanded lot by Meridian Associates), so the work that has already been done will be of benefit going forward.
- **Develop a workable strategy for achieving consistent and comprehensive enforcement of downtown parking regulations.** Placing appropriate time-restrictions on public parking spaces is a proven and effective method of managing them, no matter how they are imposed. However, time-restrictions can only be fully effective if they are consistently enforced. The Police Department has an established procedure for parking enforcement, but lacks the capacity to enforce the time restrictions broadly and on a daily basis. This is problematic. Another issue is that the current fine for non-compliance, \$15, is not sufficient in some instances to prompt compliance. A higher fee would provide more of a deterrent to repeat offenders. In any event, it is critical that the issue of enforcement be effectively addressed as part of the Town's effort to improve its management of public parking in the downtown.

**Resources:**

- Downtown Parking Memo to Select Board from Planning, Police, & DPW staff, May 4, 2018
- Ipswich Hammatt Street Lot Parking Study, MAPC, June, 2018
- Elm Street Parking Lot Preliminary Expansion Plan, Meridian Associates,

**Appendix C**  
**Long-Term On-Street Parking Near Commuter Lot and in Hammatt Street Lot**  
**December 17, 2018**

## **Introduction**

One of the six tasks assigned to the Downtown Parking Task Force is to “Regulate use of commuter parking lot.” On weekday mornings the lot reaches capacity well before the 8:07 morning train departs, and often before the 7:42 train as well. These riders seek out spaces on surrounding streets that are not time-restricted, as well as spaces in the Hammatt Street lot.

To better understand how these spaces are being used, planning staff conducted a survey of parking use on all or portions of Saltonstall, Union, and Hammatt Streets, Depot Square, and in the Hammatt Street parking lot. Separately, the Police Chief surveyed parking use on Estes, First, and Peatfield Streets. Both of the surveys were conducted in August of 2018, and a summary and analysis of the results is provided on pages 3 and 4.

The survey results and analysis were discussed in by the Downtown Parking Task Force at its meeting on October 9<sup>th</sup>. Since that date, the following additional steps have been taken:

- License plates of all vehicles previously surveyed were run, allowing for a comparison between resident and non-resident parkers.
- A new survey of the commuter rail lot was taken to determine to what extent the reduced fees at the Rowley Station have had at the commuter lot.
- An observation of EBSCO employee parking on Saltonstall and Union Streets was made on Friday December 14 at 12:30 p.m.

The results of those actions are provided below, followed by some additional analysis.

## **August Planning Survey**

On Tuesday, August 21, and Thursday, August 23, at 10 am and 2 pm both days, planning staff surveyed on-street parking on the entirety of Saltonstall Street, Union Street (from EBSCO parking lot to Estes Street), Hammatt Street (easterly side from Washington St. to Hammatt Lot entrance), Depot Square (southerly side) and the Town-owned spaces in the Hammatt Street lot. Planning staff averaged the results of the four survey times and obtained the following results:

**Saltonstall Street:** A total of 72 vehicles (often the same vehicle) were parked on Saltonstall at the four observation times. Of that number, 49, or 68% of the vehicles were registered to Ipswich residents, while 23, or 32%, had non-resident plates.

**Union Street:** A comparison of resident vs. non-resident usage was not conducted for this street, for reasons explained on the next page.

**Hammatt Street (easterly side from Washington to Hammatt Lot entrance):** A total of 23 vehicles (often the same vehicle) were parked on the easterly side of Hammatt between its intersection with Washington Street and the vehicular entrance to the Hammatt Street Parking Lot. Of that number, 10, or 43% of the vehicles were registered to Ipswich residents, while 13, or 57%, had non-resident plates.

**Depot Square (southerly side):** A total of 17 vehicles (often the same vehicle) were parked on the southerly side of Depot Square at the four observation times. Of that number, nine, or 57% of the vehicles were registered to Ipswich residents, while 8, or 43%, had non-resident plates.

**Hammatt Street Lot (Town-owned spaces):** A total of 236 vehicles (often the same vehicle) were parked in the Hammatt Street Lot at the four observation times. Of that number, 13, or 55%, of the vehicles were registered to Ipswich residents, while 106, or 45%, had non-resident plates.

**Overall on-street parking:** A total of 102 vehicles (often the same vehicle) were parked on the studied streets (excluding Union Street), at the four observation times. Of that number, 68, or 67%, of the vehicles were registered to Ipswich residents, while 34, or 33%, had non-resident plates.

**Overall parking in study area:** A total of 338 vehicles (often the same vehicle) were parked on-street (excluding Union Street) and the Hammatt Street Lot at the four observation times. Of that number, 198, or 59%, of the vehicles were registered to Ipswich residents, while 140, or 41%, had non-resident plates.

### **Police Survey of Commuter Rail Lot Use**

In Tuesday, December 11, and Wednesday, December 12, at 9:30 am and 1:30 pm both days, Patrolman David Moore surveyed vehicles parking in the commuter rail lot, and then ran their plates to determine the residence of the vehicle owners. The number of cars parked in the lot at all four survey times was the same – 117. The percentage of use was also identical for the two times observed on each survey date. On December 11, 73.5%, or 86 vehicles, were registered to Ipswich residents, while 26.5%, or 31 vehicles, had non-resident plates. On December 11, 71%, or 83, were registered to Ipswich residents, while 29%, or 34 vehicles, had non-resident plates. Averaged over the two days, 72% of the vehicles were owned by Ipswich residents, 28% by non-residents.

### **December Planning Survey**

On December 14<sup>th</sup> at 12:30 pm, the Planning Director surveyed vehicles parked on Union and Saltonstall Streets to determine how many belonged to EBSCO employees. Of the sixteen vehicles parked on Saltonstall Street, none were owned by EBSCO employees. Of the 11 vehicles parked on Union Street, eight belonged to EBSCO employees. Because of the latter finding, planning staff did not do a resident vs. non-resident comparison for Union Street, because a significant majority of the parkers were EBSCO employees, for whom the residency issue is not pertinent.

### **Analysis of Additional Survey Results**

The additional analysis supports the following findings:

- 1) More than four of every ten cars parked in the study area are registered to non-residents. Even if we allow for the likelihood that a small percentage of the non-resident vehicles are owned by current residents who haven't changed their registrations, and understand that some of those vehicles belong to employees, that is still a remarkably high percentage of non-resident parking. It suggests that the number of non-residents who use the commuter rail station for their daily commute is higher than previously thought. If we look at just the usage of the Hammatt Street Lot public spaces, the percentage of non-resident users is even higher, 45%, or 4.5 out of every ten vehicles.
- 2) The survey results indicate that use of the commuter lot by Rowley residents has decreased since the rate reduction for the Rowley lot went into effect in August, by about 32%. However, the overall percentage of non-residents parking in the commuter lot, on average, is slightly higher than the levels measured in the previous surveys, so the issue of non-resident use of the commuter lot remains as concerning as ever.
- 3) Although the one-off observation of Union Street should be repeated for confirmation, the results indicate that the on-street parking in front of EBSCO's Union Street building is used primarily by EBSCO employees. This is useful information, because it suggests that these spaces could be made available for long-term use by others (e.g., commuters or downtown employees) if these employees park in other spaces available to them on land controlled by EBSCO.

The survey information gathered to date has been enlightening, and will be useful to the Task Force as it continues its work. There remains one significant gap in our understanding of parking use in the study area: we have no empirical evidence relative to the percentage of the measured long-term parkers who are commuters. Obtaining this information is critical. I have at least one idea about how we might gain this information; this will be a discussion point at the 12/17 meeting of subcommittee focused on parking issues related to commuter parking demand.

## **Long-Term On-Street Parking Near Commuter Lot and in Hammatt Street Lot** **October 8, 2018 Report**

### **Introduction**

One of the six tasks assigned to the Downtown Parking Task Force is to “Regulate use of commuter parking lot.” On weekday mornings the lot reaches capacity well before the 8:07 morning train departs, and often before the 7:42 train as well. These riders seek out spaces on surrounding streets that are not time-restricted, as well as spaces in the Hammatt Street lot.

To better understand how these spaces are being used, planning staff conducted a survey of parking use on all or portions of Saltonstall, Union, and Hammatt Streets, Depot Square, and in the Hammatt Street parking lot. Separately, the Police Chief surveyed parking use on Estes, First, and Peatfield Streets.

The results of these surveys are provided and analyzed below.

### **Planning Survey**

On Tuesday, August 21, and Thursday, August 23, at 10 am and 2 pm both days, planning staff surveyed on-street parking on the entirety of Saltonstall Street, Union Street (from EBSCO parking lot to Estes Street), Hammatt Street (easterly side from Washington St. to Hammatt Lot entrance), Depot Square (southerly side) and the Town-owned spaces in the Hammatt Street lot. Below are the results by street:

**Saltonstall Street:** At 10 am and 2 pm on the 21<sup>st</sup>, all 18 spaces were occupied by the same vehicle. At 10 am and 2 pm on the 23<sup>rd</sup>, all 18 spaces were occupied, and 16 of the 18 spaces parked at 2 pm were parked in the same spaces at 10 am. Seven of the 18 cars parked for 4<sup>+</sup> hours on the 21<sup>st</sup> were also parked for 4<sup>+</sup> hours on the 23<sup>rd</sup>.

**Union Street:** On the 21<sup>st</sup>, 14 vehicles were parked at 10 am and nine at 2 pm. Six of the vehicles were parked for four or more hours. At 10 am and 2 pm on the 23<sup>rd</sup>, 13 spaces were occupied, of which 11 were parked at both hours. Two of the cars parked for 4<sup>+</sup> hours on the 21<sup>st</sup> also parked for 4<sup>+</sup> hours on the 23<sup>rd</sup>.

**Hammatt Street (easterly side from Washington to Hammatt Lot entrance):** On the 21<sup>st</sup>, six vehicles were parked at 10 am and eight at 2 pm. Four of the vehicles were parked for 4<sup>+</sup> hours. On the 23<sup>rd</sup>, six vehicles were parked at 10 am and seven at 2 pm. Five of the vehicles were parked for four or more hours. Two of the cars parked for 4<sup>+</sup> hours on the 21<sup>st</sup> were also parked for 4<sup>+</sup> hours on the 23<sup>rd</sup>.

**Depot Square (southerly side):** On the 21<sup>st</sup>, six vehicles were parked at 10 am and five at 2 pm. Four of the vehicles were parked for 4<sup>+</sup> hours. On the 23<sup>rd</sup>, six vehicles were parked at 10 am and five at 2 pm. Three of the vehicles were parked for four or more hours. Three of the cars parked for 4<sup>+</sup> hours on the 21<sup>st</sup> were also parked for 4<sup>+</sup> hours on the 23<sup>rd</sup>.

**Hammatt Street Lot (Town-owned spaces):** On the 21<sup>st</sup>, 61 vehicles were parked at 10 am and 57 at 2 pm. Forty-one of the vehicles were parked for four or more hours. On the 23<sup>rd</sup>, 58 vehicles were parked at 10 am and 71 at 2 pm. Fifty-three of those vehicles were parked for four or more hours. Twenty-eight of the cars parked for 4<sup>+</sup> hours on the 21<sup>st</sup> were also parked for 4<sup>+</sup> hours on the 23<sup>rd</sup>.

## Police Survey

In the afternoons of Tuesday, August 7<sup>th</sup>, Wednesday, August 8<sup>th</sup>, and Thursday, August 9<sup>th</sup>, Police Chief Nikas surveyed vehicles parking on Estes, First and Peatfield Streets. On none of those three days did the Police Chief observe vehicles illegally parked in the time-restricted spaces on Estes Street. On Peatfield Street, which does not have time-restricted spaces, the Chief observed five, three and six vehicles parked on those days, respectively. After running the vehicle plates, the Chief determined that on August 7<sup>th</sup>, four of the vehicles were owned by town residents, two of whom reside in the Estes Street neighborhood. On August 8<sup>th</sup>, all three parked vehicles were owned by town residents, two from the neighborhood. On August 9<sup>th</sup>, five of the six vehicles were owned by town residents, two from the Estes Street neighborhood. The non-resident parker on the 7<sup>th</sup> and the 9<sup>th</sup> resides in Boxford. The owners of the two neighborhood resident vehicles were the same each day.

## Analysis of Survey Results

Over the two-day planning survey, 94% of the spaces on Saltonstall Street, 66% on Union Street, 75% of Hammatt Street (easterly side, southern end), 58% on the southerly side of Depot Square, and 79% of the Town-owned spaces in the Hammatt Lot were occupied by vehicles parked for four or more hours. In total, four out of five surveyed spaces in the study area were used by long-term parkers. This conclusively confirms the assumption that these spaces are being utilized for long-term parking.

The results of the planning survey also suggest that many of the vehicles are regularly parked in specific locations. Thirty-nine percent of the spaces on Saltonstall Street, 14% on Union Street, 33% of Hammatt Street (easterly side, southern end), 33% on southerly side of Depot Square, and 46% of the Town-owned spaces in the Hammatt Lot were occupied by vehicles parked on both August 21<sup>st</sup> and the 23<sup>rd</sup>. In total, nearly 40% of the vehicles in the study area were parked there on both days.

Although though the police survey was somewhat cursory and should be supplemented, the initial results suggest that to the extent that non-neighborhood parking is occurring in the Estes Street neighborhood, it is primarily happening on Peatfield Street. The fourteen cars observed on Peatfield over the three-day period were tied to eight owners, seven of whom are town residents, including two from the Estes Street neighborhood.

The survey data as currently presented does not confirm that each of the long-term parkers is a commuter. The Police Chief intends to work with EBSCO to determine if any of the parkers on Saltonstall or Union are EBSCO employees. The chief will also run the plates of the vehicles identified in the planning survey. This will allow us to determine how many of those vehicles are owned by non-residents. This information is expected to be available soon, at which time it will be appended to this report.

**Appendix D**  
**Town of Ipswich**  
**Downtown Parking Survey – April 9, 2019**  
**Long-Term Parking in Hammatt Street Parking Lot**

**Project Purpose/Background**

On Tuesday, April 9, 2019, between 7:15 and 8:10 am, Glenn Gibbs and Ethan Parsons of the Ipswich Planning Office surveyed parking in the Town-owned section of the Hammatt Street Parking Lot near Depot Square. (shown as Area “A” on following page) The purpose of the survey was to determine how many of the long-term parkers in Area A were train commuters, and of that number, what percentage were non-residents. It was conducted as a follow-up to a similar survey undertaken on 1/25/19. (See description on third page of this Appendix D.)

**Findings**

During the hour-long survey period, 24 vehicles were observed being parked and remaining in Area A. We also observed one car parking on the easterly side of Hammatt Street (between Depot Square and the Town Lot entrance), and one in the unimproved National Grid property (18 Hammatt Street).

Of the 24 motorists observed parking in Area A, 11 were identified as downtown business employees, and 11 were identified as commuter train parkers. (the destinations of two of the motorists were not determined) Of the 11 identified business employees, five work for the Institution for Savings. Nine of the 11 identified commuters parked for the 8:07 am train, and two for the earlier 7:42 am train.

**Analysis of Survey Results**

Although the number of vehicles counted on Tuesday, April 9<sup>th</sup> was greater than on January 25<sup>th</sup>, the survey’s sample size remained smaller than optimal, so caution must still be exercised when interpreting the data. That said, the follow-up survey largely supports the findings of the initial one, which is that at least half of the users of the Area A are downtown employees. Thus, the two most recent surveys suggest that while commuter use of Area A is not inconsequential, it is also not the predominant use. There is also evidence from the two surveys that at least half of the commuters are town residents. These results, while still not definitive, do not support the argument that the long-term users of Area A are primarily non-resident commuters. If anything, the data suggests that a significant portion of the long-term parkers in Area A are downtown employees, and that a substantial percentage of the commuter parkers are town residents. On the other hand, the survey results do show that a significant percentage of those who park in Area A on a daily basis are long-term parkers.

**Other Observations**

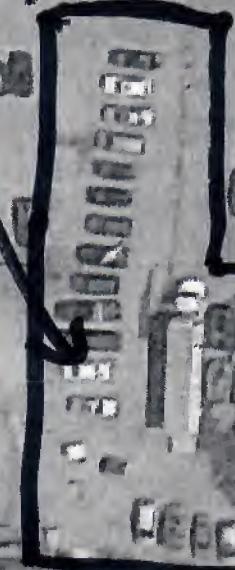
- 1) Eight cars were parked in Area A when the survey began at 7:15 am. Of those cars, only one is owned by a non-resident. We don’t know whether the owners are employees, downtown residents, commuters, or something else. That said, we expect that few if any of those vehicles belong to commuters, because the commuter lot station does not typically become full until after the 7:12 am train.
- 2) We observed a tenant of the apartments at 19 Depot Square park in Area A, despite there being ample spaces to park on the 19 Depot Square property. Once we pointed that out, she removed her car.
- 3) Upon arrival, we observed a camper parked in the identical space it was in on 1/25. The camper is owned by an Ipswich resident, is equipped with a kitchen, and seems to be providing living space for its owner.

# Hammatt Street Traffic/Tinted parking lot

Diagram 12 Appendix D T-2

Area A

Tinted parking lot



Hammatt St

Zen

Hammatt St

Sports

Super-Subs

then

Ipswich

Am-Vets Club

First Ipswich Bank

United States  
Postal Service

25 Market St

ID Bank

Family Dollar

Market St

Hair Crafters

Henry Bear's Par

**Town of Ipswich**  
**Downtown Parking Survey – January 25, 2019**  
**Long-Term Parking in Hammatt Lot and portion of Hammatt Street**

### **Project Purpose/Background**

On Friday, January 25, 2019, the Planning Office coordinated a survey of **observed** parking in the Hammatt Street Parking Lot and the easterly side of Hammatt Street between 7:15 am and 8:10 am. The purpose of the survey was to determine how many of the long-term parkers in those parking areas were taking a commuter train, and of that number, what percentage were non-residents. The survey was conducted by three members of the Planning Office (Ethan Parsons, Hannah Wilbur, and Glenn Gibbs) and two volunteers, Anna Gibbs and Michelle Ayers, a member of the Downtown Parking Task Force.

The survey was conducted as a component of a larger study being developed by the Town's Downtown Parking Task Force about the use of parking spaces downtown. Information gathered in the summer and fall of 2018 indicated that four out of five vehicles parking in Hammatt Lot are there for more than four hours each day, and that more than 40% of these vehicles are registered to non-residents.

### **Findings**

During the hour-long survey period, 12 vehicles were observed being parked and remaining in the town-owned section of Hammatt Street Lot and four in spaces on Hammatt Street (between Depot Square and Lot entrance). Of the vehicles parked in the Lot, four were operated by commuter train parkers. We were only able to determine the identity of two of the owners, one of whom was a resident and the other a non-resident. All four of the commuter train parkers took the 8:07 am train. The other eight vehicles were driven by employees of downtown businesses, four of whom reported working for the Institution for Savings. Of the four spaces parked on Hammatt Street, two were operated by employees of downtown businesses; the destination of the other parkers was not determined.

Vehicles were observed being parked in the privately-owned spaces within the Hammatt Lot during the study period, but none of those motorists were commuter rail users.

### **Analysis of Survey Results**

The results of the survey have to be taken with a grain of salt, because of the small numbers of users who were surveyed. That said, the survey indicated that two-thirds of the parkers in the town-owned section of the Hammatt Lot were employees of downtown businesses, and only one-third were commuters. If these numbers hold up upon a follow-up survey, it will demonstrate that the number of long-term parkers in the Lot, whether commuters or not, is less than what we had anticipated, perhaps substantially. The implications of this finding are significant; if a relatively small number of commuters are parking in the Hammatt Street Lot, then limiting the number of long-term spaces in the Lot is likely to be less challenging than expected.

### **Recommended Next Steps**

The survey should be conducted a second time on a day and date that is likely to generate more traffic. The original survey was to be conducted mid-week, but had to be delayed until a Friday due to a snow event. Usage on a Friday can be at 20% or more lighter than on a Wednesday. The Planning Office intends to conduct the follow-up survey later this month, on a Wednesday morning.